

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 CIAE-00 DODE-00 PM-03 INR-05

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P R 181244Z OCT 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 5725

INFO USMISSION BERLIN

AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY MOSCOW

USMISSION NATO BRUSSELS

AMEMBASSY THE HAGUE

AMEMBASSY ANKARA

AMEMBASSY VIENNA

AMEMBASSY COPENHAGEN

C O N F I D E N T I A L SECTION 01 OF 04 BONN 16418

E.O. 11652: GDS

TAGS: PFOR, PGOV, ETRN, WB, GE, TU, NL, DA, AU, US,
UK, FR

SUBJECT: BERLIN LANDING RIGHTS

REF: (A) STATE 216545 (NOTAL); (B) BONN 15103 (NOTAL)

SUMMARY: AD REF AGREEMENT REACHED IN BONN GROUP MEETING
OF OCT 17 ON NOTES TO DUTCH AND TURKS AND FOR USE IN
NATO REGARDING LANDING RIGHTS IN WEST BERLIN. QUESTIONS
NOT RESOLVED ARE: 1) TERMINATION DATE OF GRANTS TO
SAS AND AUA; AND 2) IF INITIAL PERIOD OF AGREED SERVICE
SHOULD BE FOR ONE YEAR OR FOR LONGER PERIOD. END
SUMMARY.

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1. AT OCT 17 BONN GROUP MEETING UK REP (CROMARTIE)

NOTED THAT THE DUTCH HAD FOLLOWED UP THEIR MAY NOTE TO FCO WITH INQUIRY ON OCT. 11 AS TO STATUS OF REQUEST FOR LANDING RIGHTS. FRENCH REP (BOISSIEU) SAID THAT SIMILAR FOLLOW-UP HAD BEEN MADE IN PARIS. CROMARTIE SAID FCO WAS PREPARED "WITH CONSIDERABLE RELUCTANCE" TO GO ALONG WITH EXTENSION OF LANDING RIGHTS TO SAS AND AUA THROUGH THE THIRD ANNIVERSARY OF THE GRANT. IN VIEW OF CONTINUING DECLINE IN IGS PASSENGERS AND OF FINANCIAL DIFFICULTIES OF IGS CARRIERS, HOWEVER, UK COULD NOT CONTEMPLATE RISKING GETTING INTO SITUATION WHICH COULD UNDERMINE FINANCIAL VIABILITY OF IGS. UK WAS PREPARED TO GO ALONG WITH FRENCH PROPOSAL ONLY IN ORDER TO ENABLE ALLIED AGREEMENT ON KLM AND THY. US REP THEN REPORTED INSTRUCTIONS (REFTEL A) EMPHASIZING THAT MIX OF ECONOMIC, PSYCHOLOGICAL, AND POLITICAL CONSIDERATIONS SHOULD BE BASIS FOR ALLIED DECISION. CROMARTIE RESPONDED THAT UK NOT WEDDED TO ANY PARTICULAR DATE FOR CUTOFF BUT THAT A YEAR SEEMED A BIT LONG IF ALLIED AIM WAS ONLY TO SOFTEN OUR ACTION VIS A VIS SAS AND AUA.

2. AFTER FURTHER DISCUSSION REPS AGREED TO RECOMMEND TO AUTHORITIES TEXTS GIVEN BELOW OF NOTES TO DUTCH AND TO TURKS AND FOR USE IN NATO. REPS ALSO AGREED TO REPORT DIFFERING VIEWS ON TIME FRAME OF SAS AND AUA GRANTS. FURTHER QUESTION WAS WHETHER LIMITING INITIAL PERIOD OF SERVICE TO ONE YEAR WOULD BE APPROPRIATE. GENERAL FEELING OF REPS WAS THAT, SINCE ONE YEAR A SHORT PERIOD IN WHICH MEANINGFULLY TO TRY OUT ANY NEW COMMERCIAL AIR SERVICE, AGREEING TO INITIAL PERIOD OF TWO YEARS MORE REASONABLE AND MORE LIKELY TO INCREASE KLM AND THY INCENTIVE IN DEALINGS WITH GDR TO OBTAIN OVERFLIGHT RIGHTS.

3. NOTE TO DUTCH. BEGIN TEXT:

1. THE (BLANK) PRESENTS ITS COMPLIMENTS TO THE ROYAL NETHERLANDS EMBASSY AND HAS THE HONOUR TO REFER TO THE EMBASSY'S NOTE OF MAY (BLANK) REQUESTING LANDING RIGHTS IN THE WESTERN SECTORS OF BERLIN FOR THE NETHERLANDS AIRLINE KLM.

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2. THE (BLANK) GOVERNMENT IS PLEASED TO INFORM THE EMBASSY THAT, AFTER CONSULTATION WITH THE GOVERNMENTS OF (BLANK) AND (BLANK), IT AGREES TO THE GRANTING OF LANDING RIGHTS TO KLM IN THE WESTERN SECTORS OF BERLIN FOR TWO SERVICES PER WEEK FOR A PERIOD OF ONE YEAR FROM THE DATE ON WHICH THEY START OPERATIONS. THIS GRANT IS MADE ON CONDITION THAT THE ROUTES TO BE FLOWN DO NOT

CROSS THE BORDER BETWEEN THE FRG AND THE GDR OR INTERFERE WITH THE OPERATION OF THE BERLIN AIR CORRIDORS.

3. BECAUSE OF THE IMPORTANCE OF THE SERVICES OPERATED BY THE AIRLINES OF THE THREE POWERS BETWEEN THE WESTERN SECTORS AND THE FRG IN ENSURING THE VIABILITY OF THESE SECTORS, THE THREE POWERS CONSIDER IT NECESSARY THAT ANY NEW SERVICE BY NON-THREE POWER AIRLINES SHOULD BE INTRODUCED ONLY UNDER STRICTLY CONTROLLED CONDITIONS AND IN A WAY WHICH DOES NOT RISK DISORGANIZING THE -

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P R 181244Z OCT 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 5726

INFO USMISSION BERLIN

AMEMBASSY LONDON

AMEMBASSY PARIS

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SERVICE OF BERLIN BY THE AIRCRAFT OF THE THREE POWERS.

IT IS FOR THIS REASON THAT THE KLM AIRLINE SERVICE SHOULD BE LIMITED TO TWO FREQUENCIES PER WEEK DURING THE FIRST YEAR OF OPERATION. IF AT THE END OF THIS PERIOD THE RESULTS OF THESE NEW SERVICES SHOW THAT NO ESSENTIAL INTEREST HAS BEEN PUT AT RISK, CONSIDERATION CAN BE GIVEN TO THE INTRODUCTION OF SUPPLEMENTARY SERVICES. IF, FOR ANY REASON, KLM AIRLINES IS UNABLE TO INITIATE SERVICES TO THE WESTERN SECTORS OF BERLIN ON THE BASIS OF THE ABOVE CONDITIONS WITHIN TWO YEARS, THE THREE POWERS RESERVE THE RIGHT TO REVIEW THE GRANT OF LANDING RIGHTS.

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4. THE CIVIL AIR ATTACHES OF THE EMBASSIES OF THE THREE POWERS IN BONN ARE PREPARED TO RECEIVE A DETAILED APPLICATION FROM KLM AIRLINES AND TO DISCUSS WITH REPRESENTATIVES OF THE AIRLINE THE VARIOUS QUESTIONS INVOLVED IN THE INITIATION OF A SERVICE TO THE WESTERN SECTORS OF BERLIN. HOWEVER, THERE WOULD BE LITTLE VALUE IN ENTERING INTO DETAILED DISCUSSION OF THIS KIND UNTIL THE AIRLINE HAS OBTAINED THE NECESSARY OVERFLYING RIGHTS FROM THE GDR TO THE EDGE OF THE BCZ.

5. THE (BLANK) WOULD LIKE TO TAKE THIS OPPORTUNITY TO DRAW ATTENTION TO THE FACT THAT THE STATEMENT OF THE GDR DELEGATION MENTIONED IN THE EMBASSY'S NOTE OF MAY (BLANK) CONCERNING THE ROLE OF THE FOUR POWERS IN CONNECTION WITH THE GRANTING OF OVERFLYING RIGHTS OVER GDR TERRITORIES IS UNFOUNDED. THE GOVERNMENT OF THE GDR IS COMPETENT TO GRANT OVERFLYING RIGHTS OUTSIDE OF THE AIR CORRIDORS AND THE BCZ. THERE IS NO AGREEMENT WITH THE SOVIET UNION, NOR WITH THE GDR, WHICH MAKES THE GRANTING OF LANDING RIGHTS IN BERLIN A PRECONDITION FOR THE GRANTING BY THE GDR OF OVERFLYING RIGHTS TO THE EDGE OF THE BCZ. THE ALLIES CANNOT, THEREFORE, ACCEPT THE IMPLICATION THAT THE GRANTING OF OVERFLYING RIGHTS TO KLM BY THE GDR WAS IMPEDED BY THE FACT THAT THE ALLIES HAD NOT PREVIOUSLY GRANTED LANDING RIGHTS TO KLM IN WEST BERLIN.

6.(FORMAL CONCLUDING PARAGRAPH.) END TEXT.

4. NOTE TO TURKS. BEGIN TEXT:

1. THE (BLANK) EMBASSY PRESENTS ITS COMPLIMENTS TO THE EMBASSY OF TURKEY AND HAS THE HONOUR TO ACKNOWLEDGE THE NOTE FROM THE TURKISH EMBASSY OF 8 MAY 1974 REQUESTING THE (BLANK) AUTHORITIES TO GRANT LANDING RIGHTS AT TEGEL AIRPORT IN BERLIN FOR TURKISH AIRLINES.

2. THE (BLANK) EMBASSY IS PLEASED TO INFORM THE EMBASSY OF TURKEY THAT, AFTER CONSULTATION WITH THE GOVERNMENTS OF (BLANK) AND (BLANK), THE (BLANK) GOVERNMENT AGREES TO THE GRANTING OF LANDING RIGHTS TO TURKISH AIRLINES IN THE WESTERN SECTORS OF BERLIN FOR
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TWO SERVICES PER WEEK FOR A PERIOD OF ONE YEAR FROM THE DATE WHEN THEY START TO OPERATE. THIS GRANT IS MADE ON CONDITION THAT THE ROUTES TO BE FLOWN MUST NOT CROSS THE BORDER BETWEEN THE FRG AND THE GDR OR INTERFERE WITH THE OPERATION OF THE BERLIN AIR CORRIDORS.

3. BECAUSE OF THE IMPORTANCE OF THE SERVICES OPERATED BY THE AIRLINES OF THE THREE POWERS BETWEEN THE WESTERN SECTORS AND THE FRG IN ENSURING THE VIABILITY OF THESE SECTORS, THE THREE POWERS CONSIDER IT NECESSARY THAT ANY NEW SERVICE BY NON-THREE POWER AIRLINES SHOULD BE INTRODUCED ONLY UNDER STRICTLY CONTROLLED CONDITIONS AND IN A WAY WHICH DOES NOT RISK DISORGANISING THE SERVICE OF BERLIN BY THE AIRCRAFT OF THE THREE POWERS. IT IS FOR THIS REASON THAT THE TURKISH AIRLINES SERVICE WILL BE LIMITED TO TWO FREQUENCIES PER WEEK DURING THE FIRST YEAR OF OPERATION. IF AT THE END OF THIS PERIOD THE RESULTS OF THESE NEW SERVICES SHOW THAT NO ESSENTIAL INTEREST HAS BEEN PUT AT RISK, CONSIDERATION CAN BE GIVEN TO THE INTRODUCTION OF SUPPLEMENTARY SERVICES. IF FOR ANY REASON, TURKISH AIRLINES ARE UNABLE TO INITIATE SERVICES TO THE WESTERN SECTORS OF BERLIN ON THE BASIS OF THE ABOVE CONDITIONS WITHIN TWO YEARS, THE THREE POWERS RESERVE THE RIGHT TO REVIEW THE GRANT OF LANDING RIGHTS.

4. THE CIVIL AIR ATTACHES OF THE EMBASSIES OF THE THREE POWERS IN BONN ARE PREPARED TO RECEIVE A

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P R 181244Z OCT 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 5727

INFO USMISSION BERLIN

AMEMBASSY LONDON

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AMEMBASSY MOSCOW

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DETAILED APPLICATION FROM TURKISH AIRLINES AND TO DISCUSS WITH REPRESENTATIVES OF THE AIRLINE THE VARIOUS QUESTIONS INVOLVED IN THE INITIATION OF A SERVICE TO THE WESTERN SECTORS OF BERLIN. HOWEVER, THERE WOULD BE LITTLE VALUE IN ENTERING INTO THE DETAILED DISCUSSION OF THIS KIND UNTIL THE AIRLINE HAS OBTAINED THE NECESSARY OVERFLYING RIGHTS FROM THE GDR TO THE EDGE OF THE BCZ.

5. (FORMAL CONCLUDING PARAGRAPH.) END TEXT.

5. NOTE FOR NATO. BEGIN TEXT:

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1. IN A STATEMENT ON 28 FEBRUARY 1972 THE REPRESENTATIVES OF THE THREE POWERS AND THE FRG INFORMED NATO THAT THEIR GOVERNMENTS HAD CARRIED OUT A COMPREHENSIVE STUDY OF THE FUTURE OF BERLIN AIR SERVICES AS A WHOLE. AT THE SAME TIME, THEY INFORMED NATO OF THEIR AIM OF ENSURING THAT EXPANSION OF AIR SERVICES TO THE EAST GERMAN AIRPORT OF SCHOENEFELD DID NOT

RESULT IN COMMERCIAL OR PSYCHOLOGICAL DISADVANTAGE TO WEST BERLIN. AS A RESULT THEY HAD COME TO THE CONCLUSION THAT IT SHOULD BE POSSIBLE AS A FIRST STEP TOWARDS THE CONTROLLED IMPROVEMENT OF THE EXISTING SITUATION TO ALLOW A LIMITED NUMBER OF SERVICES BY NON-THREE POWER AIRLINES TO LAND IN WEST BERLIN WITHOUT PUTTING AT RISK THE CITY'S VITAL SECURITY INTERESTS OR VIABILITY. THEY POINTED OUT THAT THESE WOULD FOR THE FORESEEABLE FUTURE CONTINUE TO DEPEND ON THE MAINTENANCE OF ALLIED RIGHTS IN THE CORRIDORS AND IN PRACTICE ON A HIGH LEVEL OF SERVICE BETWEEN THE FRG AND THE WESTERN SECTORS BY THREE POWER AIRLINES THROUGH THE CORRIDORS.

2. TRAFFIC RIGHTS IN THE WESTERN SECTORS OF BERLIN WERE GRANTED IN MARCH 1972 BY THE GOVERNMENTS OF THE THREE POWERS TO SAS AND AUA TO OPERATE ON ROUTES WHICH DID NOT CROSS THE FRG/GDR BORDER OR INTERFERE WITH THE OPERATION OF THE CORRIDORS. IT WAS STIPULATED AT THAT TIME THAT IF FOR ANY REASON THESE TWO AIRLINES WERE UNABLE TO INITIATE SERVICE TO THE WESTERN SECTORS OF BERLIN WITHIN A REASONABLE PERIOD OF TIME THE THREE POWERS WOULD CONSIDER THE POSSIBILITY OF SUBSTITUTING OTHER WESTERN CARRIERS FOR SAS AND AUA. NEITHER SAS NOR AUA HAS IN FACT BEEN ABLE TO INITIATE A SERVICE TO THE WESTERN SECTORS OF BERLIN BECAUSE THE GDR HAS REFUSED TO GRANT THE NECESSARY OVERFLYING RIGHTS TO THE EDGE OF THE BERLIN CONTROL ZONE.

3. SINCE 1972 THE AMOUNT OF TRAFFIC ON THE ALLIED SERVICES THROUGH THE CORRIDORS HAS FALLEN, PARTLY AS A RESULT OF THE GREATER ATTRACTIONS OF THE SURFACE TRANSIT ROUTES SINCE THE COMING INTO FORCE OF THE QUADRIPARTITE AGREEMENT. IT IS THEREFORE MORE THAN EVER NECESSARY TO AVOID ANY STEP WHICH WOULD UNDERMINE

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THESE ALLIED SERVICES. THE GOVERNMENTS OF THE THREE POWERS HAVE RECEIVED THIS YEAR REQUESTS FROM THE GOVERNMENTS OF TURKEY AND THE NETHERLANDS FOR TRAFFIC RIGHTS IN THE WESTERN SECTORS OF BERLIN FOR THEIR AIRLINES THY AND KLM RESPECTIVELY. AFTER CAREFUL CONSIDERATION THE GOVERNMENTS OF THE THREE POWERS HAVE DECIDED TO OFFER LANDING RIGHTS FOR UP TO TWO SERVICES A WEEK EACH TO THY AND KLM. THESE LANDING RIGHTS WILL BE SUBJECT TO THE SAME CONDITIONS AS BEFORE: THE ROUTES TO BE FLOWN MUST NOT CROSS THE FRG/GDR BORDER, OR INTERFERE WITH THE OPERATION OF THE CORRIDORS; THEY WILL BE VALID IN THE FIRST INSTANCE FOR ONE YEAR FROM THE DATE ON WHICH THE SERVICE STARTS. IF FOR ANY REASON THY AND KLM ARE UNABLE TO START OPERATIONS WITHIN

TWO YEARS THE GOVERNMENTS OF THE THREE POWERS WILL REVIEW THIS GRANT OF TRAFFIC RIGHTS.

4. THE GOVERNMENTS OF THE THREE POWERS DO NOT CONSIDER THAT IT WOULD BE IN THE BEST INTERESTS OF BERLIN TO INCREASE THE NUMBER OF SERVICES FOR WHICH TRAFFIC RIGHTS ARE ON OFFER UNTIL IT HAS BEEN POSSIBLE TO ASCERTAIN FROM ACTUAL EXPERIENCE WHETHER THE INTRODUCTION OF SERVICES OF THIS KIND OUTSIDE THE CORRIDORS WOULD JEOPARDIZE THE LONG ESTABLISHED SERVICES BETWEEN THE WESTERN SECTORS AND THE FRG THROUGH THE CORRIDORS. THE GOVERNMENTS OF THE THREE POWERS HAVE THEREFORE GIVEN NOTICE TO THE GOVERNMENTS OF DENMARK AND AUSTRIA THAT THE OFFER OF TRAFFIC RIGHTS MADE IN 1972 TO SAS AND AUA WILL LAPSE ON (BLANK) IF THEIR AIRLINES HAVE NOT BEEN ABLE TO INITIATE SERVICES BEFORE THAT DATE.

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FM AMEMBASSY BONN

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INFO USMISSION BERLIN

AMEMBASSY LONDON

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5. THE DECISIVE FACTOR IN THIS MATTER IS, OF COURSE, THE REACTIONS OF THE GDR TO GRANT OVERFLYING RIGHTS UP TO THE EDGE OF THE BCZ. THE EXPERIENCE OF SAS AND AUA SUGGESTS THAT THE GDR IS FUNDAMENTALLY UNWILLING TO GRANT SUCH RIGHTS. THE GOVERNMENTS OF THE THREE POWERS RECOGNIZE THAT ONLY TIME AND EXPERIENCE WILL SHOW IF THIS IS INDEED THE CASE, AND THEY THINK IT RIGHT THAT THE EXPERIENCE SHOULD BE MORE BROADLY SHARED.

6. THE GOVERNMENTS OF THE THREE POWERS AND THE FRG AGAIN SEEK THE COOPERATION AND UNDERSTANDING OF OTHER FRIENDLY GOVERNMENTS, WHOSE AIRLINES MAY ALSO WISH TO
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SERVE THE WESTERN SECTORS, IN RECOGNIZING THE IMPOS-
SIBILITY OF GRANTING TRAFFIC RIGHTS AT THIS TIME TO ALL
WHO MIGHT WANT THEM. END TEXT.

6. COMMENT: NOW THAT UK HAS AGREED THAT AUA AND SAS SHOULD NOT BE REQUIRED TO GIVE UP WEST BERLIN LANDING RIGHTS AT SAME TIME ALLIES GRANT THEM TO KLM AND TO THY, WE BELIEVE WE SHOULD BE SOMEWHAT FLEXIBLE AS TO WHEN PRESENT RIGHTS LAPSE. WE THEREFORE PROPOSE THAT WE MAINTAIN POSITION THAT THESE RIGHTS TERMINATE ONE YEAR FROM WHEN NEW RIGHTS ARE GRANTED, BUT WITH LAST RESORT FALLBACK COMPROMISE POSITION OF JULY 1, 1975. REGARD-
ING AGREED PERIOD OF INITIAL SERVICE, IT APPEARS THAT THE ALLIES COULD AGREE TO AGAIN ESTABLISH ONE YEAR BUT WE WONDER IF, IN VIEW OF THOUGHTS NOTED PARA 2 ABOVE, IT MAY BE IN ALLIED INTEREST TO GO TO TWO YEAR PERIOD. BONN GROUP IS NOW WORKING ON TEXTS OF NOTES TO DANES AND TO AUSTRIANS, WHICH WE HOPE TO BE ABLE TO PROVIDE SHORTLY.
HILLENBRAND

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